

A NATIONAL MUTUAL AID SYSTEM FOR THE FIRE SERVICE: --- **A STRATEGIC PLAN**



Letter to the Fire Service

August 30, 2006

Dear Colleagues:

In the aftermath of Katrina & Rita, the IAFC recognized the need to do a better job of organizing and deploying our resources in disasters. The fire service in the hurricane impact area performed admirably, and they continue to do so with less than adequate resources. The lessons learned from Katrina & Rita highlighted the need to establish a seamless process for the interstate mobilization, integration and utilization of fire service resources and assets in the event of similar disasters.

In October 2005, to meet this challenge, and aided by the significant involvement of all IAFC divisions and sections, and the state fire chiefs' associations, I commissioned the National Mutual Aid System Task Force (MASTF). I challenged the Task Force to have their report completed within one year, and with the publication of this report in August 2006, the task force has met this aggressive goal.

It is now up to every one of us, from chief to firefighter, career or volunteer, to work together to implement the needed changes. Our nation, every citizen, every community, and every fire department stands to benefit from these improvements. We can ask for no better recognition for the excellent product of the MASTF.

As we look to the future, we can all have an increased level of confidence that the work of MASTF has laid the foundation which will make a difference. The new IAFC Emergency Management Committee will take up where the task force's work ended and will continue to foster the essential relationships with our federal partners and other national associations, such as the National Emergency Management Association.

Our appreciation goes to the NIMS Integration Center of the Department of Homeland Security for their grant support of this effort. Finally, I would like to extend my personal thanks to the many individuals who so willingly gave their time and knowledge to improve our fire service's national disaster response.

Sincerely,



Chief William D. Killen, CFO
President 2005-2006



ACKNOWLEDGEMENTS

The production of this document is a culmination of the efforts of many dedicated and devoted individuals. From the inception of the task force, every section and division within the IAFC made a commitment to dedicate resources and financial assistance to complete the project. Many established working groups within their sections and divisions and expended considerable time to accomplish the desired results.

Special thanks go to those inside and outside the task force who contributed in the early stages of the development of the issues, to those who assisted in gathering and reviewing the recommendations from throughout the organization, and to those that assisted in the preparation of selected segments within the document. A special thank you goes to those in the Communications Department that were instrumental with the layout, design, and publishing requirements. A special thanks also goes to the Professional Development Department and Communications Department for their work in scheduling and logistics for the press conference at the Fire-Rescue International Conference in Dallas, TX. We would also like to thank the IAFC Development and Grants Department for their assistance with securing additional funding to continue this important work.

As the MASTF era ends and the Emergency Management Committee members assume the torch, there are some new and old faces to continue these efforts. We welcome them all and look forward to maintaining the momentum that has been initiated this past year.

Bill Bullock
Staff Liaison- MASTF, EMS

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Introduction



The use of the term “mutual aid” in any public safety forum can produce a myriad of definitions, all of which may be true. For the purpose of this text, we are primarily focusing on the creation and use of formal agreements that allow the deployment of fire service-based resources across state lines. Before an interstate system can be fully operational, it is a fundamental requirement that each participating state have an efficient and effective system to identify, quantify, mobilize, track and move these resources within its state boundary.

Every emergency is a local phenomenon. While the scope and magnitude of the emergency can vary, it is still the responsibility of the local authority. When an alarm is sounded, first responders from that community assemble and immediately begin to take actions to control the situation. In some cases, they can quickly become overwhelmed and need additional resources. Most local agencies have either formal or informal agreements with their immediate neighboring communities to provide assistance in these cases. Across the United States, this is common place and occurs often each day.

In a vast majority of incidents, these two levels of local response are sufficient to handle the required tasks associated with the event. But, mutual aid cannot stop there. There will be events that exceed the capabilities and resources of the local community and its immediate neighbors. There will be cases in which the neighbors are also impacted and are not available to assist. So each locality must have a system that can be expanded and continually escalated until the resource needs are met. This next level of deploying resources is a responsibility of each state, i.e., intrastate mutual aid. Whether centrally or regionally controlled within the state, the key factor should be based on the timeliness for which required resources can be delivered to provide life-saving interventions. Saving lives takes precedent over protecting property; however, both are critical missions within public safety and must be considered.

When the resources of a state have been exceeded, the next level of expansion becomes the federal government. While most have seen, heard, and/or read the many accounts from the aftermath of Hurricanes Katrina and Rita, these were just two of the many disasters in the United States in 2005. According to information provided by the National Emergency Management Association (NEMA), there were 48 major disaster declarations, 68 emergency declarations and 39 fire management assistance declarations during the year. Every single state was impacted by one of these declarations. The size and magnitude of these two hurricanes alone caused 48 states to receive declarations for federal assistance, either directly or as a result of providing assistance. This clearly was unprecedented and identified a number of system flaws.

Within the National Response Plan (NRP), there are currently 15 Emergency Support Functions (ESF). Each is composed of primary and support agencies, based on authorities, resources and capabilities. Collectively, they are responsible for the planning, support, implementation and services that are most likely to be needed on a large-scale event. Many state and local governments are using this guidance as structure for their own emergency plan. Based on the magnitude of the event, as many of these functions as necessary can be activated to meet the needs of the incident.

The scope of the firefighting function (ESF-4) is to provide resource support to rural and urban firefighting operations and firefighting activities on federal land. The fundamental goal of the International Association of Fire Chiefs (IAFC) Mutual Aid System Task Force (MASTF) was to identify the issues within this function that historically caused a negative impact on the outcome, and to provide a series of recommendations to address these issues. Subsequent sections of this guide will address the individual issues and the recommended actions we believe will be necessary to meet this goal. We were also cognizant of the fact that several other ESF mechanisms have a direct application to ESF-4 and the continuity of operations within any emergency response plan. As we move through the implementation process, we will engage each of them and collectively work to make the entire system more efficient and effective.

At the federal level, the U.S. Forest Service (USFS) is the responsible agency for ESF-4. Within state and local emergency plans, this responsibility varies. In any wildland fire scenario, the Forest Service has a keenly developed and tested system that is second to none. As an organization, it continues to seek methods and equipment that will improve operations. Within the federal response system, its capabilities are strained when tasked with firefighting responsibilities outside of the wildland arena. Since the creation of MASTF in the Fall of 2005, the IAFC has had, and will continue to have, discussions with the USFS on developing a mechanism that will address the needs and responsibilities of all related components to the mission and goals of the fire service during catastrophic incidents of national significance. The creation of this partnership will only enhance the response capabilities of all fire service assets as part of the all-hazards approach to planning, response and mitigation.

The task force understands and appreciates the fact that this journey will take several years to complete. While much has been done, there is much still to be done to make the fire service response as efficient and effective as possible.

Preface

NATIONAL MUTUAL AID SYSTEM



The face of the fire service in our country today is but a mere reflection of our history. The past 50 years have been witness to a growing evolution of our industry from one with a singular mission of fire suppression to one that encompasses a broad and complex array of services that has redefined our collective roles as all-hazards emergency response organizations. However, not lost in the ever changing duties and responsibilities is the recognition that the fire service of yesterday created the foundation from which our agencies are capable of fulfilling their

day-to-day missions. These foundations lie within the rich history of collectively sharing jurisdictional resources and managing operational programs under a universally accepted doctrine of command and control generally referred to as the incident command system, or ICS.

According to the Federal Emergency Management Agency (FEMA) Web site, during this same time period there have been 1,648 disaster declarations, 3,266 emergency declarations and 2,647 fire management assistance declarations issued by the federal government, encompassing every state and territory in the nation. The local fire department has been at the forefront of these disasters, whether natural or man-made, and has engaged with mutual aid partners to mitigate the calamities confronting its citizens and communities. While our legacy is deeply rooted in the practice of neighbor helping neighbor, the disastrous events of the last several years have indicated a need to strengthen our mutual aid response capability.

No other event in our nation's history has galvanized the government's role in disaster preparedness as the terrorist attacks of Sept. 11, 2001. The terrorism event witnessed that day forever changed the landscape of the national system for disaster response and served as the catalyst for a comprehensive overhaul of the disaster response structure and system.

Included within the revamping effort were various Homeland Security Presidential Directives, including development of the National Response Plan (NRP) and institutionalization of the use of incident command through the creation of the National Incident Management System (NIMS). Inclusive within this process was the development of the Interim National Preparedness Goal and the National Preparedness Guidance (NPG). The first document established an overall vision for national preparedness, while the NPG defines the essential elements required for an effective national preparedness system. The first of seven priorities identified within the NPG consisted of expanded capabilities from a regional perspective. The Department of Homeland Security (DHS) document *State and Urban Area Homeland Security: Guidance on Aligning Strategies with the National Preparedness Goal* states:

Major events, especially terrorism, will invariably have cross-geographic consequences and impact. The expanded regional collaboration priority highlights the need for embracing partnerships across multiple jurisdictions, regions, and States in building capabilities cooperatively...regional collaboration focuses on expanding mutual aid and assistance compacts among contiguous State, local, and tribal entities, and their private and non-governmental partners.

While many of the preparedness and response changes were in effect at the time of Hurricane Katrina, the aftermath of this unprecedented natural disaster demonstrated the need for significant changes in the nation's disaster preparedness system.

In its report *America's Response to Hurricane Katrina: The First Great Test of the Department of Homeland Security*, the IAFC/National Fire Protection Association (NFPA) Metropolitan Fire Chiefs Section recommended a number of structural and process changes to our national preparedness efforts. One of the recommendations offered the following initiative: "A National Fire Mutual Aid System should be developed under Emergency Management Assistance Compact (EMAC) to coordinate the response of fire, hazmat, EMS and rescue resources during national disasters. Properly trained and credentialed incident management teams (IMTs), firefighters, emergency medical technicians and hazmat technicians dispatched under an efficient deployment policy would ensure support for fire departments devastated by disasters while saving countless lives."

On Oct. 15, 2005 IAFC President Bill Killen, with unanimous approval of the Board of Directors, established the National Mutual Aid System Task Force (MASTF). Over the course of the next nine months, task force members engaged in numerous meetings with state and division associations as well as section members and allied professional partners. The strategic plan has been produced through a grassroots effort within the fire service, and it represents the foundation from which a national system can be developed—a system that will be dependent upon robust state mutual aid programs as well as the cooperation and coordination of multiple federal partners and professional organizations and associations dedicated to ensuring that the next disaster alarm will reflect a seamless and effective utilization of fire service assets and resources.

It has been my pleasure to serve as chair of the task force this past year, and I wish to extend my personal appreciation to all of those who have participated, shared their expertise and devoted their time towards the development of this program.

Jack J. Krakeel – MASTF Chair

Chapter 1

MASTF—CONCEPT AND DEVELOPMENT

Long before the hurricane season of 2005, a need existed to provide a better coordinated fire and emergency services response capability for disasters and events that exceed the capabilities of the local emergency service. While the response to Hurricanes Katrina and Rita was massive, a number of issues surfaced that point to the need for a more coordinated and defined response to major events. The current information from the National Emergency Management Association (NEMA) states that more than 62,000 people were deployed to five Gulf Coast states as a result of these hurricanes.

In October 2005 the IAFC convened a group to address many of the issues needing improvement, as they relate to intrastate and interstate mutual aid. The group was chaired by Jack Krakeel, Public Safety Director for Fayette County, GA, and the vice-chair was Chief Bill Metcalf of the North County Fire Protection District in Fallbrook, CA. Each of the 16 divisions and sections of the IAFC was represented.

The task force members were:

- Chief William Bamattre, Western Division
- Chief Richard Burch, Southeastern Division
- Chief James Reardon, Great Lakes Division
- Chief Jerry Rhodes, Missouri Valley Division
- Chief Thaddeus Lowden, Eastern Division
- Chief Allen LaCroix, Southwestern Division
- Chief John DeHooze, Canadian Division
- Chief Gerald Dio, New England Division
- Chief Rob Brown, EMS Section
- Deputy Chief John McDonald, Apparatus Maintenance Section
- Chief William Bryson, IAFC/NFPA Metropolitan Fire Chiefs Section
- Chief Rick Haase, Industrial Fire and Safety Section
- Chief Gary Morris, Safety, Health, and Survival Section
- Chief Adolf Zubia, Fire & Life Safety Section
- Chief Michael Varney, Volunteer & Combination Officers Section
- Chief Gary Brouse, Federal and Military Fire Services Section

The sections and divisions were tasked with establishing work groups to include technical committees, subject matter specialists and affiliated organizations. These work groups continued to gather information, examples, existing plans, best practices, etc., and they provided direction to the national group throughout the process.

Several goals were identified for the group to achieve:

- Create a national system that integrates intrastate and interstate mutual aid.
- Ensure that the fire and rescue response must be capable of responding from an all-hazards approach.
- Evaluate the integration of existing state mutual aid plans.
- Assist in the development of state plans where none currently exists.
- Strengthen the fire and rescue service response capability using mutual aid.
- Integrate and assist other disciplines in the development and use of emergency response plans.
- Develop a final draft for approval and adoption by September 2006.

A number of concepts were reviewed and evaluated within this project. These include:

- Coordinate with the National Incident Management System Integration Center's (NIC) grant to the IAFC to assist 10 states with their individual state programs to prevent duplication of effort and ensure success (Intrastate Mutual Aid System—IMAS).
- Study the potential for regional systems along pre-determined boundaries.
- Capture and evaluate existing systems (local, state and national) to identify the methodology and operational issues that directly affect fire and rescue functions.
- Provide interface with other disciplines involved in response and mitigation.
- Maintain compatibility with federal efforts related to or required by the National Incident Management System (NIMS) and the National Response Plan (NRP).
- Include the capability to expand to other allied and affiliated organizations that participate in disaster response.
- Work to gain consensus and voluntary compliance.

On Oct. 17, 2005, the IAFC Board of Directors authorized the task force to develop a National Fire Service Mutual Aid System. The members were selected and an initial teleconference was held on Oct. 24, 2005. MASTF held its first formal meeting in early November in Washington, DC, at the IAFC's Leadership Summit. The group received a presentation on the background, initiatives and goals of the task force. Throughout November and December, a number of meetings and teleconferences were held by the sections and divisions to begin identifying and gathering the required information. These reports have been forwarded to the IAFC so they can be catalogued and filed.

On Jan. 5-6, 2006, the task force met at the IAFC headquarters in Fairfax, VA. On the first day, the group was briefed by IAFC President Bill Killen and IAFC Executive Director Garry Briese. The members were provided with a notebook that contained:

- the U.S. Fire Administration (USFA) Credentialing Report
- information on the Emergency Management Assistance Compact (EMAC) and the 2004 After Action Report
- the National Preparedness Goal
- the federal resource management initiative

MASTF: Concept and Development

- the current version of the Federal Emergency Management Agency's (FEMA's) Glossary & Definitions, and Typed Resources
- President Killen's testimony before the U.S. House of Representatives Homeland Security Subcommittee on Incident Command and Control
- copies of the state plans from Florida, Illinois, New Jersey, Kentucky, Virginia, and the Intermountain Regional Plan

On the first day, the group received several presentations:

- Mike Dougherty and Doug Shinn from the National Interagency Coordination Center (NICC-NIFC) in Boise, ID, gave a presentation on the response, coordination and function of the NICC. While their mission is primarily related to wildland fire response, much of their work has direct application to disaster response.
- Michelle McQueeney from the NIMS Integration Center (NIC) gave a presentation on the continuing efforts at the federal level to assist state and local agencies with compliance of the deadlines for the use of NIMS.
- Charlie Dickinson from the National Fire Academy (NFA) reviewed the efforts from the last several years to develop a National Credentialing System. The final draft of the Concept Report was released on Oct. 3, 2005. It includes the essential components of eligible participants, certifications and standards, the credentialing organization, the credential, and the record keeping system. This topic is clearly one of the main issues that the task force needed to develop consensus.
- The final presentation was given by Jerry Ostendorf and Leon Shaifer from the EMAC. At the time, 49 states and three territories had signed agreements within EMAC. Many of the issues with liability, worker's compensation, legal authority and reimbursement have all been addressed by EMAC. This system was identified as an excellent resource for the IAFC and the task force to work with to better initiate and deliver resources when a disaster is declared.

Following these presentations, the sections and divisions each were given the opportunity to review the status of their work to date. Many expressed the same concerns and issues, and these all were captured. The group then spent some time identifying the key issues and the factors that would need to be overcome as part of the solution. In the end, the group identified six key issues that they each took back to their respective working groups for suggestions and possible solutions.

- 1) Validate the use of a national point of contact for interstate deployments, as well as who will monitor and support the system (EMAC, NIFC, etc.). The Western Division was the collection point.
- 2) Establish policies and procedures to enable rapid interstate deployment within 12 hours or less. The Metropolitan Fire Chiefs Section was the collection point.
- 3) Identify the aspects that will make a department and its members eligible to participate (Resource typing, credentialing, interoperability, etc.). The Missouri Valley Division was the collection point.
- 4) Determine the best methods to educate the participants on the system, provide training for the components, and provide guidelines for exercising the system on various levels. The New England Division was the collection point.

- 5) Determine the linkages with other services that will connect the systems together. The Southeastern Division was the collection point.
- 6) Determine who will be responsible to fund the development, monitoring and support of the system. The Great Lakes Division was the collection point.

GOAL: Develop a recognized, accepted and seamless process for the interstate mobilization, integration and utilization of fire service resources and assets in the event of a disaster.

Chapter 2

NATIONAL POINT OF CONTACT AND NATIONAL CENTER FOR DEPLOYMENTS

ISSUE #1—VALIDATE THE USE OF A NATIONAL POINT OF CONTACT FOR INTERSTATE DEPLOYMENTS, AS WELL AS WHO WILL MONITOR AND SUPPORT THE SYSTEM.



The fundamental cornerstone of every emergency event, regardless of size, is that the local government and the local officials are the responsible authority. In the vast majority of cases, the local responders are adequately prepared to handle emergencies within their area. But within the response community, there is an understanding that there will be days and times that the emergency needs outweigh the capabilities of the local responders. The next line of defense is to call your neighbors, hence mutual aid begins. Mutual aid assistance from these requests comes in a wide range of structures. They can be as simple as a handshake and a promise, or as complex as a multi-page written document. Based on a myriad of historical experience, the need for written, formalized agreements is the current norm.

Beyond the mutual aid response with adjacent neighbors, escalation of resource deployment should follow a logical and progressive process that begins at the local level and sequentially expands to meet the complexity and needs of the emergency event. In some large-scale events, the immediate neighbors may also be impacted, or they may soon be impacted, and their resources are not available. This next level within the progression is the responsibility of the state. Each state is best served when it has a structured, regionally recognized response plan. The need for additional resources can best be met by the closest available resources in other state regions in the proximate areas. The progression continues until the state resources are maximized, and then requests must be made to other states.

Historically, the Federal Civil Defense Act (CDA) of 1950 (P.L. 81-920, 64 Stat.1249) authorized the Federal Civil Defense Administrator to “assist and encourage the states to negotiate and enter into interstate civil defense compacts” and undertake other actions that would “permit the furnishing of mutual aid for civil defense purposes in the event of an attack...” The CDA remains in the U.S. Code but has little effect or meaning. Following Hurricane Andrew’s wrath in 1992, Congress passed the Robert T. Stafford Disaster Relief and Emergency Assistance Act (the Stafford Act) in 1994. Modeled after some of the language in the CDA, Title VI of the Stafford Act authorizes the director of FEMA to “assist and encourage the states to negotiate and enter into interstate emergency preparedness compacts” and other similar actions in the CDA.

Because of the magnitude of destruction from Hurricane Andrew, then-Governor Lawton Chiles of Florida initiated discussions with other governors through the Southern Governors Association to develop a

common mutual aid agreement. In 1993, 17 states, Puerto Rico and the U.S. Virgin Islands adopted the Southern Regional Emergency Management Compact (SREMAC). Over the next two years, this continued to expand to include many other states. In 2005, California became the 49th state to join, and in 2006 Hawaii joined, so now all states are members.



EMAC is administered by the National Emergency Management Association (NEMA). The entire process is continually monitored and evaluated to ensure immediate, operational readiness. The EMAC Guidebook is the document that provides information and direction to the emergency managers in each state on the requirements within the process. It identifies the requirements for both the requesting and assisting states. When any state has a disaster, non-affected states can deploy advance team (A-team) personnel to the affected state to help it acquire the needed equipment and personnel resources through the EMAC process. When necessary, additional A-teams can be dispatched to FEMA headquarters, FEMA regional operations centers and other locations.

When requesting assistance, the emergency management director in that state is responsible for:

- confirming that the governor has declared a state of emergency
- creating a list of needed resources, including personnel, specialized skills and equipment
- alerting the EMAC standing response team that assistance may be needed
- if necessary, contacting a specific state to alert appropriate authorities a specific resource may be needed

In the assisting states, the emergency management director is responsible for:

- confirming the state has the resources to match the request for assistance
- notifying the governor of the specific resources that have been requested and receiving the governor's approval to deploy the resources
- responding to the requesting state within two hours, specifying the extent to which the requesting assistance can be provided

EMAC has a number of advantages. When deployed through EMAC, a person from one state who is part of a response contingent in another state and who holds a license, certificate or permit for professional, mechanical or other skills is considered to be licensed, certified or permitted to exercise those duties in the requesting state. The governor of the requesting state has the ability to set any limitations or conditions. Upon arrival and initiation of assignment, the assisting individuals are treated as agents of the requesting state for tort and immunity purposes. This liability protection is afforded when acting in good faith while rendering assistance. It provides no legal protection in cases of willful misconduct, gross negligence or recklessness. EMAC also can resolve many of the reimbursement issues relating to activation, deployment and demobilization.

Within the National Response Plan (NRP), there are 15 emergency support functions (ESFs). At the national level, each function has a designated federal agency as the lead agency and the functional responsibilities are identified;

- ESF-1: Transportation
- ESF-2: Communications
- ESF-3: Public Works and Engineering
- ESF-4: Firefighting
- ESF-5: Emergency Management
- ESF-6: Mass Care, Housing and Human Services
- ESF-7: Resource Support
- ESF-8: Public Health and Medical Services
- ESF-9: Urban Search and Rescue
- ESF-10: Oil and Hazardous Materials Response
- ESF-11: Agriculture and Natural Resources
- ESF-12: Energy
- ESF-13: Public Safety and Security
- ESF-14: Long-term Community Recovery and Mitigation
- ESF-15: External Affairs

In addition to the ESF, 10 additional support annexes have been identified to assist with the administrative requirements and functional processes:

- Financial Management Annex
- Insular Affairs Annex
- International Coordination Annex
- Logistics Management Annex
- Private Sector Coordination Annex
- Public Affairs Annex
- Science and Technology Annex
- Tribal Relations Annex
- Volunteer and Donation Management Annex
- Worker and Health Safety Annex

The NRP also identifies seven specific hazardous situations in which there may be the need for a specialized application of the NRP:

- Biological Incident Annex
- Catastrophic Incident Annex
- Cyber Incident Annex
- Food and Agriculture Incident Annex
- Nuclear/Radiological Incident Annex
- Oil and Hazardous Materials Annex
- Terrorism Incident, Law Enforcement and Investigation Annex

At the state level, there are some variations. For example, the Florida State Plan includes 17 ESFs:

- ESF-1: Transportation
- ESF-2: Communications
- ESF-3: Public Works and Engineering
- ESF-4: Firefighting
- ESF-5: Information and Planning
- ESF-6: Mass Care
- ESF-7: Resource Support
- ESF-8: Health and Medical
- ESF-9: Search and Rescue
- ESF-10: Hazardous Materials
- ESF-11: Food and Water
- ESF-12: Energy
- ESF-13: Military Support
- ESF-14: Public Information
- ESF-15: Volunteers and Donations
- ESF-16: Law Enforcement and Security
- ESF-17: Animal Issues

Each state plan should include the emergency support functions and the responsible agency for leadership and resources. For the purposes of this plan, our recommendations will be directed to the responsibilities and functions under ESF-4 in the NRP.

During the review of the after action reports from the 2005 hurricane season and the first hand accounts of those operating in the disaster area, one of several common themes surfaced concerning the requesting and assisting state processes. The theme centered on the tremendous amount of staff time and effort needed to disseminate the resource needs from the requesting state, answer questions and provide clarification, and assemble the returned acknowledgements from the assisting states. In the current format, these requests are transmitted to all members of EMAC through the EMAC process. In cases where there is a critical need for public safety personnel, steps must be taken to reduce the time needed to acquire these resources. It is the recommendation of MASTF that these requests be disseminated to the FEMA regional office where the state is located and then transmitted to the states that are part of that region.

The FEMA regional office would become the first line of federal support outside of the state. This would follow the MASTF recommendation that a request for mutual aid is a logical, escalating process. As identified in the reports referenced in the appendix, the FEMA regional offices would need the infrastructure and resources to accommodate this responsibility. Additional information is provided in Chapter 7 regarding funding, support and development. When the needs exceed the resources available from that FEMA region, then adjacent FEMA regions would be contacted for assistance. A National Command Center would be utilized to coordinate requests with multiple federal agencies and the military.

Chapter 3

POLICIES FOR RAPID DEPLOYMENT WITHIN 12 HOURS OR LESS

ISSUE #2—ESTABLISH POLICIES AND PROCEDURES TO ENABLE RAPID INTERSTATE DEPLOYMENT WITHIN 12 HOURS OR LESS.



A review of recent disasters makes it clear that the nation needs an organized system to augment fire service resources to support a nationwide response to a disaster. Though the concept of mutual aid is not new in the fire service, a uniform system has yet to be developed. In the *National Strategy on Homeland Security*, the Department of Homeland Security (DHS) placed a new focus on state and local mutual aid as a key to the nation's emergency resource capabilities for all hazards—accidental, natural or by design.

All disasters are local disasters and may overwhelm the resources of the local jurisdictions. As the severity and magnitude of an incident expand, the resources necessary to mitigate the emergency increases exponentially. A system to augment local resources must begin with well established local automatic and mutual aid procedures—the foundation for emergency mitigation.

This chapter describes the method by which resources within a given state may be coordinated and mobilized to augment resources of an affected jurisdiction outside the state. The information in this chapter can serve as a template for states to develop or compare existing plans and agreements for intrastate resource mobilization and move these assets to another state. Agencies with jurisdictional responsibility for emergency preparedness and management at the state level are encouraged to incorporate and adapt elements from this information during the development of their respective intrastate policies.

The following methodology was used in the development of this information:

- Analyses and evaluation of best practices were derived from a sampling of plans drawn from several existing agencies and entities, mutual aid compacts, models, agreements and legislation as well as a review of proven solutions, logical methods and past performance of several agencies and entities.
- It should be noted that some of the material reviewed does not track to the original source; objective scrutiny of existing policies rarely exists; and competing interests tend to ignore the benefit of critical review.
- References used in the preparation are acknowledged. Material gathered from interviews and individual institutional knowledge is not referenced, but supporting documents from the source agency are acknowledged.

CREATING A STATEWIDE SYSTEM

The majority of incidents will be handled at the local level when the response is within the capability of the resources available to the locality or municipality. As the severity and magnitude of the incident expands the need for outside resources increases. When a jurisdiction depletes its own resources, it will request resource augmentation and specialized responders using existing automatic and mutual aid agreements.

Automatic and local mutual aid plans are based on the assumption of reciprocity among local agencies. Agreements may include accords with other cities and counties within the affected state and perhaps even bordering states to provide rapid assistance on a neighbor-helping-neighbor basis. The key to any agreement routinely used by jurisdictions is that it is reviewed and exercised regularly to ensure effectiveness.

A statewide system is needed to allow jurisdictions to request additional all-risk, all-hazard, multi-disciplined assistance once local mutual aid is exhausted or additional resources are needed. The statewide system may be run similar to the mutual aid system; it is a means to provide fire service resources, beyond those that are available through local agreements, in response to an emergency or disaster that has exceeded the capabilities of available local resources, including mutual aid for that area.



The ability of an interstate system to be efficient and effective is ultimately based on the same principles in each state. In a majority of cases, the resources within the state will play the key role in meeting the resource needs at the emergency site. Based on the size and complexity of the incident, there may be a need to sustain these efforts and provide adequate coverage or back fill needs for communities in the other assisting areas. Intrastate assets can be immediately deployed. Interstate assets should be able to be moved to the affected site within 12 hours or

less. This time begins when the official request is processed and approved. States that have a system to accommodate interstate requests should have existing policies and procedures for notification, assembly, medical screening, logistic support, etc. to help reduce the reflex time required to become operational at the emergency area.

There are several management components that must be established to facilitate the efficient activation and operation of a statewide system, including:

- statewide organization
- command, control and communications
- resource typing
- resource ordering
- resource tracking
- training requirements
- compensation
- legal considerations

MANAGEMENT COMPONENTS

State Regionalization and Coordination Points

The establishment of a system that fits the needs of a state is dependant on factors such as geography, potential hazards, available resources and governmental structure. California, one of the largest geographical and populated states, has long standing systems in place to address statewide needs during disasters and emergency incidents. Developers of statewide mobilization systems are encouraged to review two primary documents that govern California's system—the California Master Mutual Aid Agreement and Part One of the Standardized Emergency Management System (SEMS).

California consists of five organizational levels that are activated as necessary:

- **Field Response**—This level is where emergency response personnel and resources, under the command of an appropriate authority, carry out tactical decisions and activities in direct response to an incident or threat.
- **Local Government**—This level includes cities, counties and special districts. Local governments manage and coordinate the overall emergency response and recovery activities within their jurisdiction. The local government emergency management organization and its relationship to the field response level may vary depending upon factors related to geographical size, population, function and complexity.
- **Operational Area**—This is an intermediate level of the state's emergency services organization that encompasses the county and all political subdivisions located within the county including special districts. The operational area manages and/or coordinates information, resources and priorities among local governments within the operational area, and serves as the coordination and communication link between the local government level and the regional level. While an operational area usually encompasses the entire county area, it does not necessarily mean that the county government manages and coordinates the response and recovery activities within the county. The decision on organization and structure within the operational area is made by the governing bodies of the county and the political subdivisions within the county.

- **Regional**—Because of its size and geography, California has been divided into six mutual aid regions. The purpose of a mutual aid region is to provide for the more effective application and coordination of mutual aid and other emergency related activities. This level manages and coordinates information and resources among operational areas within the mutual aid region, and also between the operational areas and the state level. The regional level also coordinates overall state agency support for emergency response activities within the region.
- **State**—This level manages state resources in response to the emergency needs of the other levels, and coordinates mutual aid among the mutual aid regions and between the regional level and state level. The state level also serves as the coordination and communication link between the state and the federal disaster response system.

Every state may not need the same number of organizational levels. The system above is meant to serve as an example of how a state may be organized and how the different levels may interact.

COMMAND, CONTROL AND COMMUNICATIONS

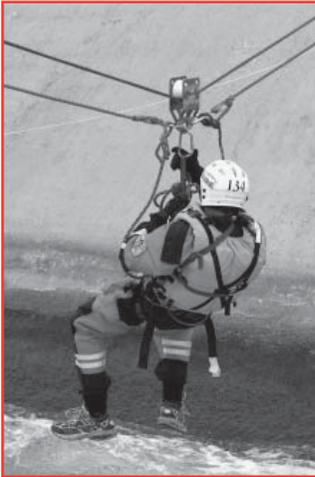
Implementation of NIMS is imperative. NIMS and the incident command system allow multi-agency resources to operate within a common organizational structure with common terminology, span of control and resource typing to achieve unified objectives. Consistent, clear text communications will be important for command and control, direction, general information exchange, accountability and safety.

That being said, communications has traditionally been a problem at most major incidents and disasters. A universal interoperable communications system must be considered—one that functions at least throughout the state and perhaps can fit within a national model. A lack of dependable, consistent communications is a safety and accountability problem.

Consideration should be given to the establishment of a local incident management organization or incident management teams for command and control of all resources assigned to an incident or disaster. Common forms will need to be developed at the state level to track the activities of resources and for reimbursement purposes.

RESOURCE TYPING

A statewide and national mobilization plan is predicated on a uniformly agreed upon resource management system. This requires the establishment and maintenance of a single, statewide recognized list of resources that is categorized by type and kind. This allows a requesting jurisdiction to identify the resource that will best fit its needs and the state to provide exactly what is needed. In the absence of a single resource typing standard to which all participating agencies would adhere, the requesting jurisdiction may not get the resource it thought it requested and really needed.



Resource typing is the categorization and description of response resources that are commonly exchanged in disasters through mutual aid assistance compacts and other agreements. Typing is necessary to ensure that agencies receive the appropriate resources during an emergency or disaster. A “tanker” may mean rolling stock in the southern part of a state, but an aircraft in the northern part of the state. It is intended to help make the resource request and dispatch process more accurate and efficient.

In July 2005 FEMA published its latest edition of *Typed Resource Definitions—Fire and Hazardous Materials Resources* [FEMA document 508-4]. The entire document may be viewed at www.fema.gov/nims/mutual_aid.shtm. The changes in the latest version were made to coincide with the NIMS category list. Each state should have an established mechanism to capture and maintain this data. The data should identify the types of resources and be aligned as closely as possible to the national definitions. Each agency should be responsible for the accuracy of the data, relevant to the assets within its agency.

RESOURCE ORDERING

A process to order resources should be established next. A requesting agency will have an expectation of timely response, mobilization, en route times and arrival on scene. A system must be established that ensures that the closest available resources that meet the need will be deployed first. As states work to create systems to interface with national/federal systems, all parties must be mindful to use the same business practices to make systems compatible. Development of new systems is only needed when existing systems are not capable of meeting the needs of an inventory system.

A long history of mobilization to fight major fires in the western states has led the wildland fire agencies to develop a sophisticated resource ordering and tracking system. Public expectation for rapid coordinated response and fiscal accountability has translated into agency policy and funding for a Multi-Incident Resource Processing System (MIRPS). Similar public pressure at the national level has led to the development of the National Interagency Resource Ordering and Status System (ROSS), a project of the National Wildfire Coordinating Group (NWCG). These and similar systems should be considered for utilization in a statewide system.

So that they may assist in resource augmentation, smaller jurisdictions may be able to combine resources with other small jurisdictions to form cooperative consortiums. As an example, the Mutual Aid Box Alarm System (MABAS) in Illinois identifies the concept of a combined area rescue team as a single resource, available for mutual aid assistance. This type of combination of resources can assist states with many small and volunteer departments.

RESOURCE TRACKING

Accounting for personnel at an emergency is critical. Resources dispatched or deployed to incidents in other jurisdictions may travel hundreds of miles to an incident. The National Fire Protection Association (NFPA) Standard 1500 requires a personnel accountability system that tracks assignments and personnel traveling to and on scene of emergency incidents. During times of mobilization, the location and assignment of every unit and every responder—from the moment the resource is assigned to an incident until it returns to home base—must be tracked.

An example of a best practice currently in place for tracking vehicles en route to, on scene, and returning from an incident is the vehicle mounted Qualcomm Omnitrac System. This is a wireless communication and satellite positioning system that allows the incident or home agency internet access to rapidly locate the position of their vehicles. It is currently in place on FEMA Urban Search and Rescue (USAR) vehicles and can be tracked by the home agency, FEMA or the incident support team at the incident.

Transponders in the vehicles allow for text messages to and from the vehicle to the home base or between vehicles. The latitude and longitude of the vehicles is transmitted in intervals as often as every 15 minutes. Panic messaging and total travel routes, displayed in map form, allow for near real-time vehicle status and location.



TRAINING REQUIREMENTS

A statewide standard for credentialing of personnel to ensure minimum and consistent standards for performance must exist. It is important that responders from different areas, performing like tasks together, share a common operational understanding. However, the same issues hold true for training requirements as for resource typing. For example, in some jurisdictions, the requirement for a technician-level hazardous-materials responder is 160 hours

of training, the NFPA Standard 472 requirement is 80 hours and in other jurisdictions only 40 hours, but in all cases, the individual is certified as a technician.

There is an initiative at the federal level to create a national system to allow for credentialing and identification of fire and EMS responders. There is general agreement that the need exists for such a system; however, the methodology, costs and time needed for completion must still be addressed. It is the recommendation of MASTF that each state use its inherent system for certifying firefighters and work with the local agency officials to begin to capture this information. The IAFC Emergency Management Committee (EMC) will continue to address this issue with the appropriate federal officials.

COMPENSATION

The specifics of a compensation/reimbursement plan must be developed at the state level. Compensation may be based on an agency's pay rate schedule to identify pay rates for potential responders. That schedule would be submitted to the state annually, along with its resource inventory. Another way to determine compensation rates would be to have a standard "average pay rate schedule" that could apply to all participants in a state or to all agencies that are signatory to the plan. Additionally, a determination must be made as to whether compensation will be for actual hours worked or on a portal-to-portal basis. EMAC, MABAS and a number of state systems reference compensation and reimbursement as part of their administrative costs:

- Compensation—The jurisdiction receiving aid will reimburse responding resources for:
 - Regular hours (all hours regularly scheduled at their home agency, calculated at their normal rate for their work schedule e.g., 8, 10, 12, 24)
 - Overtime hours (all hours worked in excess of their normal work schedule)
 - Fringe benefits
 - Backfill (overtime premium differential for persons backfilling deployed personnel).
- Reimbursement—Any member state/jurisdiction rendering aid shall be reimbursed by the state/jurisdiction receiving aid for any equipment loss or damage or expense incurred as a direct result of the incident, for costs incurred for travel to/from/during the incident and other approved costs (lost or damaged equipment etc.).

According to the NFPA, approximately 73 percent of the nation's fire service members are volunteers. One possibility for volunteer personnel, who are mobilized through this plan but are not compensated by their home agency, would be to hire and pay them as short-term employees of the state. The state would have to establish a mechanism for compensation and reimbursement, and address worker's compensation and tort liability concerns, but it would not provide medical/dental benefits, vacation, sick leave, holidays or retirement.

Mechanisms must also be established that allow for reimbursing responders for lost or damaged equipment and for travel to/from and during an incident.

LEGAL CONSIDERATIONS

Appropriate state agencies must work together to develop statewide articles of agreement that address liability, immunity, worker's compensation and dispute resolution for financial and other issues.

APPARATUS SUPPORT DURING DEPLOYMENT

Another often forgotten aspect at the time of deployment is the need for 24/7 support to maintain the mechanical functioning of the tools and apparatus. It can be anticipated that use during a time of disaster will far exceed the normal day-to-day operational needs common to the apparatus. In the disaster situation, the need for immediate mechanical assistance will increase, and the ability to summon assistance will be delayed or non-existent. Each responding complement of state resources should plan to include an apparatus support complement to their deployment. A suggested guide is published in the appendix.

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Chapter 4

ELIGIBILITY FACTORS FOR PARTICIPATION

ISSUE #3—IDENTIFY THE ASPECTS THAT WILL MAKE A DEPARTMENT AND ITS MEMBERS ELIGIBLE TO PARTICIPATE.



Following the guidelines in the NRP, participation by any agency in a national mutual aid program for interstate deployment will be voluntary. The MASTF members have followed the premise that the proposal developed will be as inclusive as possible, and carefully considered any factor that may exclude a department or its members. Using the October 2005 edition of the *National Fire Service Responder Credentialing System: Concept and Recommendations* (NFSRCSR), the task force reviewed the progress and status of the completion of an effort from the USFA to establish such a system. It is the consensus of MASTF that the components are generally valid, but are not achievable in the near future.

In the interim, the task force has reviewed the recommendations within the NFSRCS and is providing alternative recommendations. The following are provided as interim steps until a truly national system can be developed and implemented. MASTF anticipates these will be in effect for a period of at least five years. During this time, individual agencies, local governments and state governments will be provided the opportunity and funding assistance necessary to conform to a national system.

Participation factors to consider:

- No agency or locality should commit more than 20 percent of its resources to an interstate deployment. While exceptions may be made, assisting jurisdictions must consider the additional back fill needs for coverage if a significant amount of their own resources are deployed.
- Smaller agencies are encouraged to partner with their immediate neighbors to create deployable units.
- In the initial phase of quantifying resources, deployable assets must be identified by resource type. In other than wildland scenarios, the use of strike teams, task forces and single resources should be identified at a minimum. A strike team will be composed of five units of the same kind and type (e.g., five engines, etc.). A task force will be composed of five units assembled for a particular need (e.g., three engines, one ladder, one squad, etc.). A strike team and a task force will include a leader with separate mobile capability and a safety officer. Each resource within the strike team and task force will contain a minimum of four qualified personnel including a unit officer.
- Each strike team and task force must have a provision for interoperable communications. At a minimum, the units must have a direct communications capability among themselves, and the unit leader must be interoperable with the command authority on site.
- At the time of deployment, the EMS capabilities within the requesting state region must be assessed.

If the requesting authority cannot provide adequate EMS coverage for a strike team or task force, the assisting authority should stipulate that an EMS transport unit, preferably ALS-capable, is added to the deployment.

- Single resources may include personnel and equipment. These can commonly be assembled at a designated location and assigned as needed. Each unit should have a full complement of assigned personnel and a designated unit officer.
- Each state should have a code of conduct for assisting personnel. A sample copy of a code of conduct can be found in Appendix F.
- Agency managers and personnel participating in interstate deployments must anticipate they will be working in austere environments with minimal support in the initial hours and days. Consideration must be given to each individual's strengths and limitations to operate in these conditions for a prolonged period of time. It is recommended that the assisting agencies provide a medical screening component and include a documented medical history for each individual.
- Provisions must be made for any vaccines or immunizations recommended for personnel operating within the disaster area.
- Because of federal labor laws, all assisting personnel for interstate deployment must be at least 18 years of age.
- Assisting resources should be self-sufficient when deployed. Adequate provisions for food and water for five days should be included when deployed.
- Assisting resources should plan for the activation to last for 14 days. This time can be modified by mutual agreement between the requesting and assisting authorities.
- Consideration should be given to deploy advance teams to the disaster area. Upon arrival, these individuals would be responsible for initiating contact with the requesting authority, identifying the staging area and base camp location and beginning to gather other pertinent information.

Chapter 5

EDUCATION, TRAINING AND EXERCISING THE SYSTEM

ISSUE #4—DETERMINE THE BEST METHODS TO EDUCATE THE PARTICIPANTS ON THE SYSTEM, PROVIDE TRAINING FOR THE COMPONENTS AND PROVIDE GUIDELINES FOR EXERCISING THE SYSTEM.



For any response plan to be successful, the participants at the local, state and federal levels must have a good working knowledge of the policies and procedures that relate to both assisting and requesting resources. A concerted effort has been placed during the last few years to train all relevant personnel in the NIMS requirement, and the training on the mutual aid program is only an extension of that training. Many agency managers struggle to balance the time commitments needed to complete both required and suggested training within their

agencies. Additional training is often necessary, but it must be included at the expense of other programs. It is understood by the MASTF members that this will require a degree of additional time, but it can be easily added to existing required training for NIMS, mass casualty incidents (MCI) and related training. The initial training should then be followed by scheduled, periodic training and incorporate any changes included in the state and federal plans.

A number of mediums currently exist to deliver the training. These would include electronic-based, direct teaching and instruction, train-the-trainer, independent study, and Web-based training. MASTF has recommended the creation of a training module on CD that can be produced and widely distributed to all levels. This effort will be developed with guidance from the EMC, and the plan is to have it available in the late fall or early winter of 2006. Additional programs in specific areas are currently available or in production. One example is the interactive Web training provided by FEMA to help officials at all levels deploy and track resources. The training is provided free through the Emergency Management Institute (EMI). Another example is the mutual aid program currently in development through DHS and EMI. A course is being developed to assist officials on the components necessary to develop and execute mutual aid agreements and compacts. Additional guidance can be obtained from NEMA and through EMAC.

The goal established by MASTF is to provide the training materials to 75 percent of the IAFC member organizations within six months of production. Ultimately, all fire departments would receive the training information within a year. Contact will also be made to local, state and federal training programs in public safety to help expedite the process and distribute the information.

In order to gauge the effectiveness of the training programs, a series of table top exercises would be developed and offered to interested state agencies. While these would initially target the fire service

resources, they could also incorporate other disciplines in future exercises. Both the MASTF and IMAS projects have secured federal funding to assist with providing these exercises. These exercises are critical for agencies involved in the state response plan to test their operational plans and incorporate changes where necessary.

Another planned activity will be to sponsor a national meeting where all states could participate and share their experiences. As part of the IMAS project, each state fire chief association was invited to participate in a national meeting in February 2006 in Denver, CO. Of the 50 states, 35 were in attendance. This forum provided an opportunity to share the experiences of several states with functioning systems in place with the others in various stages of completion. This opportunity is invaluable and pays excellent benefits to a wide range of participants. Future plans are to convene such a meeting every three years or less as funds are available.

Chapter 6

LINKAGES WITH OTHER PARTICIPATING GROUPS

ISSUE #5—DETERMINE THE LINKAGES WITH OTHER SERVICES THAT WILL CONNECT THE SYSTEMS TOGETHER.



The primary focus of the MASTF members was to address the responsibilities under ESF-4, Firefighting. In today's world, firefighting is only one of a myriad of responsibilities that belong to local fire departments. Associated tasks may include hazardous materials, technical rescue, water rescue, emergency medical services, public information, fire investigations, dispatch and communications centers, and others. It quickly becomes obvious that there is a direct correlation to several other ESF positions and responsibilities. In the NRP and in a number of state plans, the functions of communications, hazardous materials, health and medical, resource support, and search and rescue may all or in part fall under the scope of the fire department at the local level.

In dealing with interstate deployments, the need exists for a high level of cooperation between other agencies, both inside and outside of the traditional public safety model. As learned during the reviews of existing state plans, the level of cooperation varies from state to state. In states with a strong state plan in place, the cooperative spirit can be readily recognized and generally transcends agency boundaries. In states still developing and finalizing their plans, issues of turf battles and the fear of losing a level of control still may be present. As time and practice continue, these issues tend to be eliminated.

At the federal government level, MASTF has identified a number of agencies and departments that must be engaged in the completion of the project. These include:

- Department of Homeland Security (DHS)
- Federal Emergency Management Agency (FEMA)
- NIMS Integration Center (NIC)
- U.S. Fire Administration (USFA)
- Emergency Management Institute (EMI)
- U.S. Forest Service (USFS)
- National Interagency Fire Center (NIFC)
- General Services Administration (GSA)
- Federal Communications Commission (FCC)
- Department of Defense (DOD)
- U.S. Coast Guard (USCG)
- Department of Transportation/National Highway Traffic Safety Administration (DOT/NHTSA)

Linkages With Other Participating Groups

At the national level, communication of the MASTF plan to other allied professional organizations is also imperative. These include:

- National Emergency Management Association (NEMA)
- Emergency Management Assistance Compact (EMAC)
- International Association of Fire Fighters (IAFF)
- National Volunteer Fire Council (NVFC)
- National Governors Association (NGA)
- International Association of Chiefs of Police (IACP)
- National Sheriff's Association (NSA)
- Congressional Fire Services Institute (CFSI)
- Association of Public-Safety Communications Officials—International, Inc. (APCO)
- American Public Works Association (APWA)
- International City/County Management Association (ICMA)
- National Association of Counties (NACo)
- American Ambulance Association (AAA)
- National Association of Emergency Medical Technicians (NAEMT)
- National Association of State EMS Officials (NASEMSO)
- National Fire Protection Association (NFPA)
- National Association for Search and Rescue (NASAR)

One of the key issues for the implementation of the recommendations is the need for all of the federal agencies and allied organizations to be able to meet together and systematically review the entire document. The IAFC Board of Directors has directed MASTF/EMC to contact each of these groups and schedule a meeting by the end of 2006. This will give each group the opportunity to ask questions and seek clarification on any part of the recommendations. It will also allow for the inclusion of other organizations that are continuing their efforts to address the needs they have identified within their own emergency support function responsibilities.

Chapter 7

FUNDING TO DEVELOP, MONITOR AND SUPPORT THE SYSTEM

ISSUE #6—DETERMINE WHO WILL BE RESPONSIBLE TO FUND THE DEVELOPMENT, MONITORING AND SUPPORT OF THE SYSTEM.



Funding for the MASTF recommendations has three basic components: (a) What activities and expenses are included? (b) How much do they cost? (c) Who will pay the costs?

Locally, each fire department that agrees to participate in interstate deployments will need to complete an initial evaluation of its inherent capabilities, including personnel, equipment, apparatus and supplies. Once baselines are established, each department will need to meet the minimums and maintain

these levels. Training for the fire department, local dispatch centers and local emergency management officials will be required to educate all responsible personnel on the policies and procedures for the operational plans. Local officials will be required to post and maintain their resource inventory and make any necessary changes in status and availability as they occur. Additional indirect costs may be incurred to initiate and sustain the program.

At the state level, the central focus for activities will be built around the creation and sustainment of a statewide mutual aid system. Of those currently in existence, the majority have opted to divide the state into geographic regions or areas. Each has a governing structure that is comprised of the key participants and that manages requests for assistance within the area. Once the requests exceed the regional capabilities, additional state regions are summoned. The total creation of such a network will require a level of funding that is based on risk assessment, population, geography, topography, current available assets, hardware and software, staff support, etc. Many states have parts and pieces of the system in place, and creation of a coordinating system to bring it all together would be necessary.

At the federal level, efforts are continuing from a number of angles to address improving the federal response to disasters. Interim revisions to the NRP have recently been released. The document in total is scheduled for a complete review at the end of 2006. The current focus of the revision is to align it closely with NIMS. For the future versions, there has been significant discussion concerning an expansion of the ESF functions and responsibilities. In Congress, both the House of Representatives and the Senate have introduced legislation to address a majority of the shortcomings identified in the after-action reports from the 2005 hurricane season. In the House of Representatives, H.R. 2360 (Department of Homeland Security Appropriations Act, 2006, with an Engrossed Amendment as Agreed to by the Senate) is currently in committee review. In the Senate, S.3595 (United States Emergency Management Authority Act of 2006) has been introduced and has been referred to the Committee on Homeland Security and

Governmental Affairs. While each version contains some differences, they both agree that for the disaster response to be better coordinated at the federal level, there is a need to strengthen the capabilities and responsibilities at the regional level, using the 10 current FEMA regions as a foundation. Some geographic redesign is also under review. The regions would ultimately be the federal control point for disaster declarations within the region, and they would also be responsible for planning, training, exercises and professional development for the partners with disaster responsibilities within the region (S.3595, Section 507). A single national command center would serve as the coordination point for the use of multiple federal agencies and the military deployed to a single region or multiple regions. This concept is virtually identical to the MASTF recommendation on the use of a single point of contact for interstate deployments.

All levels of government will bear some responsibility to fund the completion of a national mutual aid system. As local and state agencies continue to battle over every available dollar to provide even basic services, it becomes difficult to find revenue sources to support planning efforts and associated costs for disasters. But as a fundamental responsibility of government, it must be done. Many jurisdictions and states have developed some creative ways to share the cost. Member dues, hotel surcharges, insurance premium surcharges, fees added to selective provided services, etc. are just a few of the examples. On the federal level, the appropriations vary with each budget cycle. Presently, there is substantial momentum to provide federal funding at all levels of government to strengthen the planning, response, mitigation and recovery capabilities.

For local and state governments, these funds are available through a variety of federal grant programs and initiatives. Historically, these have been met with varying degrees of success. In order to strengthen the process, MASTF has recommended that federal funding for disaster preparedness and operational readiness be consolidated and streamlined in order to make the application and award processes more productive. The number of competitive grant programs administered in the various federal departments is in the thousands. The vast majority of local and state governments do not have a staff of sufficient size to review them all and complete the application process. In many cases, each federal department creates its own application requirements and process for review, and there is minimal cooperation on how they are awarded. If the multiple funding sources were consolidated into a single process with established priorities and guidelines, the funding awards would be more consistent, they would occur sooner, and the end result would be a greater benefit for everyone.

The general public also has a responsibility to assist the national mutual aid system. While the health, welfare and safety of the general population is a primary function of government, such abilities will be compromised during major incidents. During such times, citizens must be better prepared to assume an increased responsibility to provide for their own basic needs. While this is not a new phenomenon, FEMA and the National Oceanic and Atmospheric Administration (NOAA) have both made it a point of emphasis for the 2006 hurricane season. Many of the anticipated impact states also have developed programs to provide information and guidance in this area. As part of the activities included with the creation of the EMC, the IAFC will continue to include relevant guidance for citizens as part of our outreach efforts.

Chapter 8

THE EMERGENCY MANAGEMENT COMMITTEE

THE FUTURE OF MUTUAL AID ACTIVITIES AT THE IAFC: THE EMERGENCY MANAGEMENT COMMITTEE



MASTF has made great strides in a short period of time to both identify and coordinate existing efforts related to fire service mutual aid and to galvanize new activities in this crucial effort. As the task force work approaches conclusion with publication of this report, it is clear that the subject of national fire service mutual aid is and will continue to require ongoing attention and effort. To that end, the MASTF recommended to the IAFC Board of Directors that a body of IAFC members with expertise in emergency management issues and mutual aid be organized as a full standing committee of the IAFC. That recommendation was approved by the IAFC Board at its May 2006 meeting.

The new Mutual Aid/Emergency Management Committee will serve as the organizational home for activities and programs in this area within the IAFC. Preliminary future activities identified for attention by the EMC include implementation of the MASTF recommendations adopted by the IAFC Board of Directors and such other activities as may be necessary to facilitate the effective response by the nation's fire service to catastrophic disasters, no matter the cause.

A brief summary of EMC future activities include:

- Allow for the transition of mutual aid task force activities to a more formalized body.
 - As is articulated elsewhere in this report, a number of ongoing activities have been proposed by the MASTF and approved by the IAFC Board of Directors. The EMC will assume responsibility for implementation and oversight of these continuing initiatives.
- Continue to develop and maintain a close working relationship with NEMA to provide for a coordinated and integrated interstate fire service mutual aid system within EMAC.
 - Work with the U.S. Forest Service and NIFC to develop an effective method for tracking and dispatch of fire resources across the country.
- Facilitate the development of national guidelines, policies and procedures necessary to implement and operate a national fire service mutual aid system.
- Work with states and the appropriate federal agencies to develop a credentialing system that will provide appropriate evidence of training and agency affiliation for fire service personnel, while not placing excessive obstacles in the path of qualified fire personnel desiring to participate in the national fire mutual aid system.

The Emergency Management Committee

- Provide training and educational programs at conferences and through electronic media.
 - Implementation of the proposed national fire service mutual aid system will require significant effort to educate members of the fire service and related organizations about how the system works and how to effectively participate in the system. The committee will provide a focal point for expertise in the development of these educational programs via a variety of educational delivery models.
- Serve as subject matter experts to help localities, states and regions develop their systems.
 - As mutual aid systems grow and develop throughout the country, there are and will continue to be demands for fire service members with expertise in this area to partner with local and regional fire organizations that seek to develop new systems or improve their existing systems. Committee members may act as these subject matter experts or the committee will develop a database of subject matter experts who can assist with these activities.
- Conduct annual evaluation exercises of the national mutual aid system.
 - A functional and effective national fire service mutual aid system will require periodic exercises to assure that the system is capable of delivering as promised. The committee will assist with the planning and implementation of periodic exercises of the system.
- Serve as members of advance teams sent to catastrophic areas to assist with the evaluation of resource requirements.
 - The IAFC anticipates a continuing need to martial resources and send them into disaster regions to assist with mitigation and recovery. The committee would serve as a resource for advance teams that could travel to devastated areas and assess how the IAFC and the rest of the national fire service community could best help in the mitigation and recovery effort—particularly in the first few crucial days after the incident.
- Provide a national focus point within the fire service community for emergency management issues.
 - In many communities, responsibility for emergency management organizationally rests within the fire department. Many IAFC members have responsibility for emergency management in their communities. The committee would serve as a focus point within the IAFC for emergency management-related activities.
- Maintain professional relationships with allied organizations.
 - A stakeholder meeting, with representatives of all relevant organizations, will be hosted by the IAFC prior to the end of 2006. The primary goals of the meeting will be to convene all of the parties with interest and activities in fire service mutual aid, educate each other about ongoing initiatives and future plans, and establish the framework for future collaboration on issues related to fire service mutual aid.
- Support IAFC staff in their efforts to identify and secure direct financial support of the national fire service mutual aid system.

In addition, the EMC will report regularly to the IAFC Board of Directors and membership on progress and activities related to emergency management and the fire service.

Appendix

[A] RESOURCE LIST

National Interagency Fire Center (NIFC): The NIFC is the focal point for coordinating the mobilization of resources for wildland fire and other incidents throughout the United States. It also provides intelligence and predictive services to be used by the internal wildland fire community for wildland fire and incident management decision making. You can get more information at www.nifc.gov.

The Department of Homeland Security (DHS): This new secretariat within the federal structure was initially formed in June 2002 at the direction of President George Bush. Former Pennsylvania Governor Tom Ridge was named the first secretary. DHS has a multitude of responsibilities in the areas of homeland security. The major components include training and equipping first responders; coordinating communications with local, state and federal agencies; coordinating efforts to protect against bioterrorism; managing federal emergency response activities; securing the borders and transportation venues; synthesizing and analyzing intelligence information; and others. You can get more information at www.dhs.gov.

National Emergency Management Association (NEMA): NEMA is a professional organization of and for state emergency management directors. NEMA works to improve and advance the emergency management components within the state and with other states during major disasters. NEMA is also the administrator for the Emergency Management Assistance Compact (EMAC). EMAC is a congressionally ratified organization that provides form and structure to interstate mutual aid. You can get more information at www.nemaweb.org or www.emacweb.org.

National Response Plan (NRP): The NRP is an all-discipline, all-hazards plan that establishes a single, comprehensive framework for the management of domestic incidents. You can get more information at www.dhs.gov in the Emergencies and Disasters section, in the sub-section entitled Planning and Prevention. Copies of the NRP can be obtained by calling the DHS/FEMA warehouse at 800/480-2520.

Federal Emergency Management Agency (FEMA): FEMA is the independent federal agency responsible for leading America's efforts to prepare for, respond to and recover from disasters. FEMA was formed in 1979 to combine federal programs that dealt with all phases of emergency management, for disasters of all types, into a single agency. You can get more information at www.fema.gov.

National Incident Management System (NIMS): NIMS was developed so responders from different jurisdictions and disciplines can work together better to respond to disasters and emergencies. The benefits include a unified approach to incident management; standard command and management structures, and emphasis on preparedness, mutual aid and resource management. You can get more information at www.fema.gov/nims.



NIMS Integration Center (NIC): The NIC was established by the secretary of Homeland Security to provide direction and oversight of NIMS. It supports routine maintenance and revisions to the system and its components. You can get more information at www.fema.gov/nims/nims.shtm.

U.S. Fire Administration's National Fire Academy (NFA): The NFA offers a variety of courses and programs to enhance the ability of fire and emergency services and allied professionals to deal more effectively with fire and related disasters. You can get more information at www.usfa.fema.gov/training/nfa.

Model Intrastate Mutual Aid Legislation: Additional information on the contents of a mutual aid agreement and a sample of an agreement can be obtained from the following two sources:

- NEMA/EMAC: www.emacweb.org/docs/NEMA%20Proposed%20Intrastate%20Model-Final.pdf
- FEMA/NIMS: www.fema.gov/nims/mutual_aid.shtm

State NIMS Integration: The Office of Grants and Training and the NIC are aware that many states across the country have already developed emergency operations plans and procedures. The purpose of this document is to outline several ways in which current plans and procedures can be modified to align with NIMS concepts and terminology. You can view the PDF online at: www.fema.gov/pdf/nims/eop-sop_state_online.pdf.

[B] ACRONYMS

APWA- American Public Works Association
DHS- Department of Homeland Security
DOC- Department of Commerce
DOD/USACE- Department of Defense/U.S. Army Corps of Engineers
DOE- Department of Energy
DOL/OSHA- Department of Labor, Occupational Safety and Health Administration
EAS- Emergency Alert System
EMAC- Emergency Management Assistance Compact
EMC- Emergency Management Committee [IAFC]
ERT- Emergency Response Team
ESF- Emergency Support Function
FEMA- Federal Emergency Management Agency
HHS- Department of Health and Human Services
HSC- Homeland Security Council
IACP- International Association of Chiefs of Police
IAFC- International Association of Fire Chiefs
IMAS- Intrastate Mutual Aid System [IAFC]
IMT- Incident Management Team
JFO- Joint Field Office
MASTF- Mutual Aid System Task Force [IAFC]
NASAR - National Association of Search and Rescue
NDMS- National Disaster Medical System
NEEP- National Exercise Evaluation Program
NEMA- National Emergency Management Association
NFPA- National Fire Protection Association
NGA- National Governor's Association
NIC- NIMS Integration Center
NIFC- National Interagency Fire Center
NIMS- National Incident Management System
NOAA- National Oceanic and Atmospheric Administration
NPG- National Preparedness Goal
NPRA- National Preparedness and Response Agency
NRP- National Response Plan
NSA- National Sheriff's Association
NWS- National Weather Service
ODP- Office for Domestic Preparedness
OMB- Office of Management and Budget
OSTP- Office of Science and Technology Policy
ROSS- Resource Ordering and System Status
SHSGP- State Homeland Security Grant Program
TCL- Target Capabilities List
UASI- Urban Areas Security Initiative
USFS- U.S. Forest Service

[C] HURRICANE KATRINA- LESSONS LEARNED

While there are several completed reports and others still in progress regarding Hurricane Katrina, there are a number of key components that surface in the majority of the reports. Many of the observations, accounts and recommendations for improvement at all levels of government have a direct implication to the American fire service. Before we focus on the areas for improvement, we must also recognize the tireless efforts of the many that worked in horrendous conditions, with minimal support, and overcame obstacles to provide for many distressed citizens.

The introduction section for Appendix B in the White House Report sums it up best:

The devastation of Hurricane Katrina will forever be seared into our country's memory. Visions of our citizens stranded on highway overpasses, of debris-filled plots where grand houses once stood, and of babies being hoisted onto roofs to avoid the surging water, continue to haunt us to this day. But there are other stories from Katrina, stories that may only be known by a few, but that are appreciated deeply by those involved. These are the stories of the men and women of our military, our law enforcement and fire departments, our private citizens, non-government organizations and our faith based groups. These are the stories of the human side of Katrina. It is important that we do not let the horror of the storm overshadow the true courage, determination, compassion and decency of the American people.

Hurricane Katrina: A Nation Still Unprepared

Report of the Senate Committee on Homeland Security and Governmental Affairs

May 2006

The following is an excerpt from the Executive Summary.

Hurricane Katrina was an extraordinary act of nature that spawned a human tragedy. It was the most destructive natural disaster in American history, laying waste to 90,000 square miles of land, an area the size of the United Kingdom. In Mississippi, the storm surge obliterated coastal communities and left thousands destitute. All told, more than 1500 people died. Along the Gulf Coast, tens of thousands suffered without basic essentials for almost a week.

But the suffering that continued in the days and weeks after the storm passed did not happen in a vacuum; instead, it continued longer than it should have because of- and in some cases exacerbated by- the failure of government at all levels to plan, prepare for, and respond aggressively to the storm. These failures were not just conspicuous; they were pervasive.

Effective response to mass emergencies is a critical role of every level of government. It is a role that requires an unusual level of planning, coordination and dispatch among governments' diverse units. Following the terrorist attacks of 9/11, this country went through one of the most sweeping reorganizations of the federal government in history. While driven primarily by concerns of terrorism, the reorganization was designed to strengthen our nation's ability to address the consequences of

both natural and man made disasters. In its first major test, this reorganized system failed. Katrina revealed that much remains to be done.

The summary of the Senate report contains seven recommendations.

- 1) Abolish FEMA and replace it with a stronger, more capable structure, to be known as the National Preparedness and Response Authority (NPRA).
- 2) Endow the new organization with the full range of responsibilities that are core to preparing for and responding to disasters.
- 3) Enhance regional operations to provide better coordination between federal agencies and the states and establish regional strike teams.
- 4) Build a true, government-wide operations center to provide enhanced situational awareness and manage interagency coordination in a disaster.
- 5) Renew and sustain commitments at all levels of government to the nation's emergency management system.
- 6) Strengthen the underpinning of the nation's response to disasters and catastrophes.
- 7) Improve the nation's capacity to respond to catastrophic events.

The Federal Response to Hurricane Katrina: Lessons Learned

President George W. Bush

The White House Report

February 23, 2006

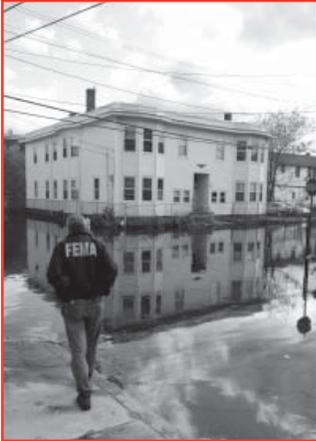
The entire report can be viewed at:

www.whitehouse.gov/reports/katrina-lessons-learned/

The following are excerpts from the White House Report.

CHAPTER 5: LESSONS LEARNED

Our current system for homeland security does not provide the necessary framework to manage the challenges posed by 21st Century catastrophic threats. But to be clear, it is unrealistic to think that even the strongest framework can perfectly anticipate and overcome all challenges in a crisis. While we have built a response system that ably handles the demands of a typical hurricane season, wildfires, and other limited natural and man-made disasters, the system clearly has structural flaws for addressing catastrophic events. During the Federal response to Katrina, four critical flaws in our national preparedness became evident: Our processes for unified management of the national response; command and control structures within the Federal government; knowledge of our preparedness plans; and regional planning and coordination. A discussion of each follows below.



UNIFIED MANAGEMENT OF THE NATIONAL RESPONSE

Effective incident management of catastrophic events requires coordination of a wide range of organizations and activities, public and private. Under the current response framework, the Federal government merely “coordinates” resources to meet the needs of local and State governments based upon their requests for assistance. Pursuant to the National Incident Management System (NIMS) and the National Response Plan (NRP), Federal and State agencies build their command and coordination structures to support the local command and coordination structures during an emergency. Yet this framework does not address the conditions of a catastrophic event with large scale competing needs, insufficient resources, and the absence of functioning local governments.

These limitations proved to be major inhibitors to the effective marshalling of Federal, State, and local resources to respond to Katrina.

COMMAND AND CONTROL WITHIN THE FEDERAL GOVERNMENT

In terms of the management of the Federal response, our architecture of command and control mechanisms as well as our existing structure of plans did not serve us well. Command centers in the Department of Homeland Security (DHS) and elsewhere in the Federal government had unclear, and often overlapping, roles and responsibilities that were exposed as flawed during this disaster. The Secretary of Homeland Security, is the President’s principal Federal official for domestic incident management, but he had difficulty coordinating the disparate activities of Federal departments and agencies. The Secretary lacked real-time, accurate situational awareness of both the facts from the disaster area as well as the on-going response activities of the Federal, State, and local players.

COMMAND AND CONTROL WITHIN THE FEDERAL GOVERNMENT

The National Response Plan’s Mission Assignment process proved to be far too bureaucratic to support the response to a catastrophe. Melvin Holden, Mayor-President of Baton Rouge, Louisiana, noted that, “requirements for paper work and form completions hindered immediate action and deployment of people and materials to assist in rescue and recovery efforts.” Far too often, the process required numerous time consuming approval signatures and data processing steps prior to any action, delaying the response. As a result, many agencies took action under their own independent authorities while also responding to mission assignments from the Federal Emergency Management Agency (FEMA), creating further process confusion and potential duplication of efforts.

KNOWLEDGE AND PRACTICE IN THE PLANS

At the most fundamental level, part of the explanation for why the response to Katrina did not go as planned is that key decision-makers at all levels simply were not familiar with the plans. The NRP was relatively new to many at the Federal, State, and local levels before the events of Hurricane Katrina. This lack of understanding of the “National” plan not surprisingly resulted in ineffective coordination of the Federal, State, and local response. Additionally, the NRP itself provides only the ‘base plan’

outlining the overall elements of a response: Federal departments and agencies were required to develop supporting operational plans and standard operating procedures (SOPs) to integrate their activities into the national response. In almost all cases, the integrating SOPs were either non-existent or still under development when Hurricane Katrina hit. Consequently, some of the specific procedures and processes of the NRP were not properly implemented, and Federal partners had to operate without any prescribed guidelines or chains of command.

INSUFFICIENT REGIONAL PLANNING AND COORDINATION

The final structural flaw in our current system for national preparedness is the weakness of our regional planning and coordination structures. Guidance to governments at all levels is essential to ensure adequate preparedness for major disasters across the Nation. To this end, the Interim National Preparedness Goal (NPG) and Target Capabilities List (TCL) can assist Federal, State, and local governments to: identify and define required capabilities and what levels of those capabilities are needed; establish priorities within a resource-constrained environment; clarify and understand roles and responsibilities in the national network of homeland security capabilities; and develop mutual aid agreements.

THE WHITE HOUSE REPORT RECOMMENDATIONS

Within the president's report are a total of 125 recommendations. The vast majority deal with responsibilities within the federal government. As part of the deliberations by the task force, a number of these were identified as having a direct or indirect implication on the response of the fire service. Where appropriate, these were considered during the review process.

Of the 125 total recommendations, the following were identified as having direct application to the efforts of MASTF:

#1- DHS should establish an interagency team of senior planners with appropriate emergency management experience to conduct a comprehensive, 90-day review of the NRP and the NIMS.

- a) Revise the NRP to address situations that render state and local governments incapable of an effective response.
- b) Realign ESFs to NIMS structure.
- c) Require agencies to develop integrated operational plans, procedures and capabilities for their support to the base NRP and all ESFs and Support Annexes.
- d) All federal departments and agencies should align their response structures to NIMS.

#4- DHS should develop and implement Homeland Security Regions that are fully staffed, trained, and equipped to manage and coordinate all preparedness activities and any emergency that may require a substantial federal response.



#8- Each region must be able to establish and resource rapidly deployable, self-sustaining incident management teams (IMT) to execute the functions of the JFO and subordinate area commands that are specified in the NRP and NIMS.

#12- All departments and agencies should develop emergency response plans and a response capability.

#20- Future preparedness of the federal, state, and local authorities should be based on the risk, capabilities, and needs structure of the National Preparedness Goal (NPG).

#26- Set standards for pushing the pre-positioning of federal assets to state and locals, in the case of an imminent catastrophe.

#34- The Homeland Security Council [HSC] and the Office of Science and Technology Policy [OSTP] should lead an interagency review of all current policies, laws, plans and strategies that address communications and integrate them into a National Emergency Communications Strategy.

#37- DHS should establish and maintain a deployable communications capability, to quickly gain and retain situational awareness when responding to catastrophic incidents.

#39- DHS should streamline its procedure for issuing mission assignments to other departments and agencies. These mission assignments will be identified in advance of an emergency so that logisticians can operationalize assets and provide resource support rapidly. In addition, other departments and agencies should establish procedures for promptly executing mission assignments.

#57- HHS should lead a unified and strengthened public health and medical command for federal disaster response.

- a) HHS should develop a comprehensive plan to identify, deploy and track Federal public health and medical assets (human, fixed and material) for use during a catastrophic event.
- b) HHS in coordination with OMB and DHS should draft proposed legislation for submission to Congress, to transfer NDMS from DHS to HHS.
- c) HHS should organize, train, equip and roster medical and public health professionals in pre-configured and deployable teams.

#77- DHS should establish an integrated public alert and warning system in coordination with all relevant departments and agencies.

#79- DHS should revise the National Preparedness Goal to require the collaborative development of regional disaster plans (such as those required by DHS Urban Area Security Initiative) with the private sector.

#86- DHS, in coordination with EPA, DOL/OSHA, HHS, DOC/NOAA and DOD/USACE, should:

- a) DHS should enhance the Emergency Response Team (ERT) capability to include initial environmental assessments and communicate warnings to the general public and emergency responders by adding HHS and DOL/OSHA members. DHS should lead the collaborative development of detailed plans to guide initial environmental assessment operations under the NRP.
- b) DOL/OSHA should lead the development of operational procedures for Worker Health and Safety.

#87- DHS, in coordination with EPA, HHS, OSHA, and DOE, should develop an integrated plan to quickly gather environmental data and provide the public and emergency responders the most accurate information available to decide whether it is safe to operate in a disaster environment or return after evacuation.

#101- DHS should improve access to, and awareness of, private sector and non-governmental resources available for use during emergency response operations.

#107- DHS should conduct state and local officials training and exercises.

#111- DHS should establish a National Exercise and Evaluation Program (NEEP).

#115- DHS should provide training, technical and other assistance in support of other departments' and agencies' homeland security professional development programs.

#119- DHS should make citizen and community preparedness a national priority.

#121- DHS should build a baseline skills and capabilities needed by all citizens and communities.

#122- DHS should develop tools for state and local governments to use in order to prepare, train, exercise, and engage citizens and communities in all areas of preparedness in FY06.

Nationwide Plan Review

Phase II Report: June 16, 2006

Produced by U.S. Department of Homeland Security and the Department of Transportation

The third federal report was primarily used to validate the recommendations of MASTF. This report, referred to as the Nationwide Plan Review, was released in mid-June of 2006. This is a result of Congressional action as directed in the DHS FY 2006 Appropriations Act and the Safe, Accountable, Flexible, Efficient Transportation Act: A Legacy for Users (SAFETEA-LU). Within the law, Congress required an extensive review of catastrophic and evacuation planning in all 50 states and 75 of the nation's largest urban areas.

The review consisted of two distinct phases. The first phase was a self-assessment activity in which each state and urban area certified the status of their Emergency Operations Plan (EOP) and provided the date in which it was last updated and exercised. The second phase involved site visits by a peer review team to physically inspect each of the 131 identified entities. These reviewers validated the self assessments, determined the need for planning assistance and identified needs for strengthening the plans and planning process. The site visit utilized a template of a checklist and questions to guide the review of the EOPs and supporting documentation. These questions were primarily developed from guidance provided in FEMA's State and Local Guide (SLG) 101: Guide for All-Hazard Emergency Operational Planning and NFPA 1600, Standard on Disaster/ Emergency Management and Business Continuity. The following is an excerpt from the Executive Summary.

KEY FINDINGS AND INITIAL CONCLUSIONS:

While the Review found exemplary planners, renewed emphasis on planning, and many initiatives that are on the right trajectory, the current status of plans and planning gives grounds for significant national concern. Current catastrophic planning is unsystematic and not linked within a national planning system. This is incompatible with 21st century homeland security challenges and reflects a systemic problem: outmoded planning processes, products, and tools are primary contributors to the inadequacy of catastrophic planning.

Although our Nation's emergency services are the finest in the world, they labor under a handicap imposed by outmoded planning processes that are ill-suited to modern homeland security challenges. We rely to a troubling extent on plans that are created in isolation, are insufficiently detailed, and are not subject to adequate review. Time and again, these factors exact a severe penalty in the midst of crisis: precious time is consumed in the race to correct misconceptions of Federal, State, and local responders about roles, responsibilities, and actions. The result is uneven performance and repeated and costly operational miscues.

The report summary identified 15 conclusions for states and urban areas and 24 conclusions for the federal government. The following have a direct implication to the issues and recommendations developed by MASTF.

STATES AND URBAN AREAS

- The majority of the nation's current emergency operations plans and planning processes cannot be characterized as fully adequate, feasible, or acceptable to manage catastrophic events as defined in the National Response Plan (NRP).
- States and urban areas are not conducting adequate collaborative planning as a part of steady state preparedness.
- Basic plans do not adequately address continuity of operations and continuity of government.
- Many states and urban areas need to improve systems and procedures for communications among all operational components.

- Timely warnings requiring emergency actions are not adequately disseminated to custodial institutions, appropriate government officials, and the public.
- Resource management is the Achilles heel of emergency planning. Resource Management Annexes do not adequately describe in detail the means, organization and processes, by which States and urban areas will find, obtain, allocate, track and distribute resources to meet operational needs.
- Planners should clearly define resource requirements, conduct resource inventories, match available resources to requirements and identify and resolve shortfalls.

FEDERAL GOVERNMENT

- Planning products, processes, tools and technologies should be developed to facilitate a common nationwide approach to catastrophic planning in accordance with the National Preparedness Goal's National Priority to Strengthen Planning and Citizen Preparedness Capabilities.
- Clear guidance should be developed on how state and local government plans for coordinated operations with federal partners under the NRP.
- Existing federal assistance should be used to help states and urban areas address the specific issues identified during the Nationwide Plan Review.
- Current preparedness data should be readily accessible to planners.
- Regional planning capabilities, processes and resources should be strengthened in accordance with the National Preparedness Goal's National Priorities to expand Regional Collaboration and Strengthen Planning and Citizen Preparedness Capabilities.
- Collaboration between government and non-government entities should be strengthened at all levels, as outlined in the National Preparedness Goal's National Priority to Expand Regional Collaboration.
- The federal government should provide the leadership, doctrine, policies, guidance, standards, and resources necessary to build a shared national homeland security planning system.
- Development of focused training, education and professional development programs for homeland security planners should be included in the National Priority to Strengthen Planning and Citizen Preparedness Capabilities.
- Collaborative planning and planning excellence should be incentivized. Funding and projects should be linked to operational readiness through a specific task or capability in a plan or plan annex.
- Emergency Operations Plans should be a focal point for resource allocation, accountability and assessments of operational readiness.

The entire report can be viewed at www.dhs.gov/interweb/assetlibrary/Prep_NationwidePlanReview.pdf

[D] FEMA REGIONS



Region 1- Maine, New Hampshire, Vermont, Rhode Island, Connecticut, Massachusetts [HQ- Boston, MA]

Region 2- New York, New Jersey, Puerto Rico, Virgin Islands [HQ- New York City, NY]

Region 3- Delaware, District of Columbia, Maryland, Pennsylvania, Virginia, West Virginia [HQ- Philadelphia, PA]

Region 4- Alabama, Florida, Georgia, Kentucky, Mississippi, North Carolina, South Carolina, Tennessee [HQ- Atlanta, GA]

Region 5- Illinois, Indiana, Michigan, Minnesota, Ohio, Wisconsin [HQ- Chicago, IL]

Region 6- Arkansas, Louisiana, New Mexico, Oklahoma, Texas [HQ- Denton, TX]

Region 7- Iowa, Kansas, Missouri, Nebraska [HQ- Kansas City, KS]

Region 8- Colorado, Montana, North Dakota, South Dakota, Utah, Wyoming [HQ- Denver, CO]

Region 9- Arizona, California, Hawaii, Nevada [HQ- Oakland, CA]

Region 10- Alaska, Idaho, Oregon, Washington [HQ- Bothell, WA]

[E] APPARATUS CONSIDERATIONS FOR DEPLOYMENT

As part of the lessons learned and information furnished by DHS, it has been determined that, “During a large scale operation, logistics personnel must ensure that responder equipment is well-serviced and either repaired or replaced if broken. Work delays due to equipment problems can be avoided by stationing a mechanic and a logistics liaison on-site to directly assist responders.”

With this in mind, the following information should be incorporated in the overall plan and provide information for mechanical and logistics support. Within the plan, the following activities should be included:

- Emergency vehicles must be prepared for deployment to large scale and/or long duration events.
- Mechanical and logistical support must be provided for large scale and/or long duration events.
- Procedures must be in place to track services rendered and goods furnished for reimbursement.
- Verification of proper insurance coverage (e.g., automobile operator liability, worker’s compensation, comprehensive vehicle coverage, etc.) must be completed.
- Verification of compliance with federal and state DOT regulations that may apply for each vehicle, based on the weight of the vehicle.
- Execution of contracts and service agreements to allow for routine mechanical and emergency repair needs.

As previously stated in the MASTF recommendations for the self-sustainment of deploying personnel, a number of disaster situations and disruption to critical infrastructure may also cause a disruption in the initial availability of needed fuel and vehicle repair services. In these situations, deploying vehicles should acquire and travel with additional mechanical supplies. These include:

- spare tires
- vehicle fluids—oil, coolant, brake fluid, hydraulic fluid, etc.
- fuel cans

Prior to departure and periodically throughout the operational period, a complete vehicle inspection should be completed by the driver/operator. The inspection should include:

- brakes, including parking brake
- steering mechanism
- all lights and reflectors
- windshield wipers
- batteries
- mirrors
- coupling devices
- fluid levels
- equipment inventory
- documentation in a vehicle log book

When possible, apparatus should assemble at a designated site and proceed as a group to the disaster staging area. The following guidelines should be instituted when traveling as a convoy.

- The team leader should designate a “talk group” to maintain communications during travel.
- Booster tanks should be emptied.
- The convoy should travel at or below the posted speed limit, based on road and weather conditions.
- All vehicles should use their headlights at all times. Four-way flashers should not be used when in motion, except at the direction of law enforcement.
- Vehicles should maintain spacing to allow public vehicles to pass safely.
- When possible, travel in the center lane to allow for public vehicles to merge safely.
- The rear vehicle should display a “Convoy Ahead” sign to be visible to other vehicles.
- After one hour of travel, the convoy should stop at a safe area (rest stop, truck stop, large parking lot, etc.) to visually inspect the vehicle and storage of all cargo. This should be repeated every three hours after the initial inspection.
- Include a mobile service truck and two service technicians as a part of the deployment. These may be available with a local government agency or may be stipulated in advance as part of a contractual agreement. As a general rule, once 25 emergency vehicles are deployed, a designated service unit should be added.
- Identify a system for immediate access to vendors and businesses for vehicle needs during transit and while operating at the emergency site.



Service personnel furnished under this plan will generally be employed by local and state government repair shops or privately owned fire and EMS equipment service centers. The resource inventory for each state should include these resources, and agreements executed to include them in the emergency operational plan. Participation by service personnel should include certification levels (e.g., ASE, EVTCC, NFPA 1071, ICS training, CDL, etc.), medical screening and vaccinations, and other preferred or required training and experience. Consideration must

also be given for other basic needs of food, shelter, water, foul weather gear, etc. that may be needed during the time of deployment.

[F] CODE OF CONDUCT

It is understood that responding personnel are representatives of their respective jurisdictions and state organizations. Personnel must constantly remember that their actions will reflect on these agencies and the fire service as a whole. Members will be held accountable for their actions.

With this in mind, it is incumbent on all members that they act in a professional manner while performing their respective duties and assignments. Members should always present a respectable and above board image regardless of the circumstances they are faced with.

Personnel will treat other personnel, local responders and the citizens they serve in a courteous and considerate manner. Any situations or conditions that would precipitate confrontations or serious disagreements will be reported to superiors immediately.

Members are restricted from carrying firearms or being in possession of non-prescribed or illegal drugs. Further, members are restricted from the possession of alcohol while under the obligation of a deployment.

As a basic guide, personnel will base all actions and decisions on the ethical, moral and legal consequences of those actions. It is in this manner that positive and beneficial outcomes will prevail in all disaster deployment events.

In addition to the directives within this document, personnel are to follow the rules of conduct of their respective department.

When incidents occur that require action, the supervisors of the deploying agency will be notified and they shall administer whatever actions are deemed necessary. They shall inform the requesting authority of whatever actions have been taken. Repeated issues with a department may result in that department being removed or suspended from the system.

[G] SAFETY OFFICER DEPLOYMENT

As a part of the ongoing commitment of the fire service to the safety, health and survival of its members, it is important that any deployment of resources consider the deployment of a qualified incident safety officer as a priority. According to NFPA 1500, the Standard for Fire Service Occupational Safety and Health Programs, an incident safety officer is “an individual appointed to respond or assigned at an incident scene by the incident commander to perform the duties and responsibilities of that position as part of the command staff.” No situation is more important in terms of guarding the welfare of responders than a situation in which they are working outside their normal environment as a result of an intrastate or interstate deployment.

An incident safety officer meeting the qualifications of applicable portions of NFPA 1521, Standard on Fire Department Safety Officer, should be considered for deployment in cases when multiple task forces, strike teams or single resources are deployed, especially when such deployment is expected to last multiple operational periods. The incident safety officer should be primarily assigned to monitor the safety and health of the resources being deployed, and he or she should interact with incident safety officers at the ongoing incident, as the incident safety officer or assistant officer, to protect the welfare of the resource to which he or she is assigned. An example would be a situation when the local resources receiving the mutual aid resource do not have safety resources available, so the deployed safety officer should assume the role under the auspices of the incident commander and strike team/task force leader.

The deploying safety officer should be involved as early as possible in all phases of the deployment, including planning and execution, to monitor for potential safety and health risks to deploying personnel, and he or she should consider the following as a minimum:

- Review and understand his or her common responsibilities as a member of the deployment.
- Participate in planning meetings.
- Identify hazardous situations associated with the deployment.
- Review the incident action plan for safety implications.
- Exercise emergency authority to stop and prevent unsafe acts.
- Investigate accidents that may occur as a part of the deployment.
- Assign assistant safety officers as needed depending on the complexity of the deployment and associated risks posed to responders. This is particularly important if the deployment involves work of a highly technical nature, such as hazardous materials or technical rescue.
- Review and approve the deployment medical plan.
- Review and approve specific safety plans as required.
- Maintain an activity log (IC Form 214).

For additional copies or downloadable
PDF file, please visit:
www.IAFC.org/mutualaid



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